

PART I: SUMMARY

Scope

1. We have now completed a detailed survey of the demand and supply of teachers up to 1980. The complex assumptions underlying this survey are set out in Part II to this Report and the resulting calculations in Part III. We propose in Part I briefly to summarise our main findings and to draw attention to some of the main causes and effects of the grave shortage of teachers which they reveal.

2. We first must emphasise that our Report is concerned only with the staffing of the maintained primary and secondary schools. Although in fact these employ the great majority (264,000 in 1960) of full-time qualified teachers, about one-quarter of the teaching profession (some 80,000 teachers) was in 1960 engaged outside the maintained primary and secondary school system. That 80,000 is made up as follows: universities 13,000; institutions of further education 20,000; training colleges 3,000; independent schools 31,000; direct-grant schools 7,000; maintained special schools 4,000; nursery schools 1,000; and the youth service 700. We must bear in mind, though we cannot here argue in detail, the claims of those other parts of the educational service which will be (or should be) expanding at least as fast as the schools which are our direct concern. For example, the universities and the training colleges, given the expansion which we have assumed, will need at least 10,000 extra teachers between them within this decade, while it is tentatively estimated that institutions of further education might need an additional 20,000 teachers by 1970.

3. Three further preliminary points need to be noted about the survey of the needs of the maintained schools:

- (a) it is limited almost exclusively to full-time qualified teachers*;
- (b) it examines the requirements: (i) of current policy, namely the elimination of all primary classes with more than 40 and all secondary classes with more than 30 children (these requirements pre-suppose a pupil/teacher ratio of 27 : 1 and 16 : 1 respectively); and (ii) of further educational reforms, namely the raising of the school-leaving age to 16, the elimination of all junior as well as of all senior classes of over 30; and the introduction of a training requirement for graduates;
- (c) it assumes no further expansion of (i) the training colleges beyond the addition of 24,000 places by 1966 (providing by then initial training facilities in general and specialist colleges, with some 13 per cent over-crowding, for about 56,000 students) or (ii) the universities (in Great Britain) beyond 135,000 by 1966-67 and 170,000 by 1971-72.

*Attention is drawn to paragraphs 87 and 88 of Part III which show that, on 31st March, 1961, there were 2,870 temporary and 1,127 occasional teachers in service and, in January 1961, the full-time equivalent of 8,400 part-time teachers. Paragraph 88 concludes: "A further and more rapid expansion of part-time teaching would make some contribution, but it would need to be a very substantial contribution to bridge the future gap between demand and supply."

The scale of the teacher shortage

4. On this basis (and, of course, subject to all the other assumptions in Part II), the following estimate of supply in relation to demand has been made:

			Thousands		
	1960	1965	1970	1975	1980
<i>Supply</i>	264	284	314 (311)	342 (336)	372 (365)
<i>Demand</i>					
(i) Current policies	329	335	363	398	412
(ii) + raising the school-leaving age			384	418	431
(iii) + raising the school-leaving age and junior classes of 30				482	496
<i>Deficiency</i>					
(i) Current policies	65	51	49 (52)	56 (62)	40 (47)
(ii) + raising the school-leaving age			70 (73)	76 (82)	59 (66)
(iii) + raising the school-leaving age and junior classes of 30				140 (146)	124 (131)

N.B.—The figures in brackets show the estimated effects of introducing a graduate training requirement in 1969.

5. It will be noted that, for implementing current policies, supply, which in 1960 is some 20 per cent short of demand, will be about 10 per cent short in 1980. Thus, despite the large expansion of the training colleges that has been authorised, and the expansion of the universities that we have assumed, the shortage of teachers is seen to be not merely a present but a chronic disability. We are far short of having the skilled human resources needed to achieve the objectives of current policy and to gather strength for further progress. While we believe that the assumptions underlying these calculations have been prudently made, we recognise that events may turn out otherwise than we have predicted. But we believe that the most we can hope for from a more favourable turn of events than we have assumed is that the grave and persistent shortage of teachers may be somewhat less severe: it cannot be altogether or even largely overcome.

The problem of distribution between primary and secondary schools

6. Whichever way the problem is looked at it seems certain that, in terms of numbers of teachers, the crucial shortages will be in the primary rather than the secondary schools. If no more than the present number of graduates (some 6,000) were to be employed in the primary schools in 1980, it is estimated that staffing ratios would be as follows:

	1960	1965	1970	1975	1980
Senior pupil/full-time teacher ratio	22.2	18.5	17.4	18.1	17.1
Junior pupil/full-time teacher ratio	29.9	32.5	33.4	32.5	31.2

Even in the unlikely event that 18,000 graduates instead of teaching in secondary schools were employed in primary schools (making 24,000 in all), these ratios would change only to the following extent:

	1965	1970	1975	1980
Senior pupil/full-time teacher ratio	21.0	19.3	20.0	18.7
Junior pupil/full-time teacher ratio	28.6	29.7	29.0	28.1

These figures must be compared with objectives of 16:1 for secondary schools and 27:1 for primary schools on current policy, and 20:1 if a maximum primary class of 30 is to be secured.

7. The schools and local authorities can be counted on to continue to do all they can to mitigate the situation by in-service transfer (in order to reduce the disparity in staffing standards between the secondary and primary schools) and by intensifying their pressure to induce married women to return to teaching. And the schools will no doubt have to come to grips even more than at present with the problems and opportunities inherent in an extension of part-time service—particularly in the primary schools. But success in all these directions is not likely to prevent the staffing standards of the primary schools from getting rapidly worse and staying worse for a long time to come.

8. These are the bare facts of the supply situation. Before long-term remedies can be decided upon, it is necessary to note the main causes and to examine some important effects of the situation we have just described. Some of the effects create substantial problems of their own.

Policies and school population as factors of demand

9. The policies of reducing class sizes are, of course, a major factor of demand. They need, however, to be seen in perspective against the other major factor affecting demand—the growth in the school population.

10. It is estimated that, with the present school-leaving age, the maintained primary and secondary school population will increase as follows:

					Millions
1960	1965	1970	1975	1980	
6.9	7.1	7.8	8.4	8.6	

Over the twenty-year period the school population is thus estimated to increase by 1.7 million, i.e. by 25 per cent. Of this increase, about one-quarter is attributable to an increase in the proportion of pupils staying on voluntarily beyond the present limit of compulsory schooling (i.e. the "trend"). The remainder of the increase is due mainly to a rise in the birthrate. The number of children born in selected years and surviving to the end of the year is estimated as follows:

							Thousands
1950	1955	1960	1965	1970	1975	1980	
(actual)	(actual)	(actual)	768	790	790	807	821

11. Of the additional teachers needed between 1960 and 1970 to achieve current policies by the latter date, about one-third are needed for extra children and two-thirds to achieve class size reductions; of the additional teachers needed by 1980, nearly half are required for extra children. Put another way in numerical terms, 294,000 teachers will be wanted by 1970 to maintain present staffing standards, compared with an estimated supply (paragraph 9) of 314,000; and 331,000 by 1980, compared with an estimated supply of 372,000. These figures, however, conceal the fact which we have already noted that, while the position of the secondary schools may improve, that of the primary schools seems certain to deteriorate.

Wastage as a factor affecting supply

12. Wastage is the heart of the supply problem; it is the factor which is funda-

mentally restricting the growth of the teaching force. Wastage has always been, and is always likely to be, high in a teaching force predominantly composed of women. Towards the end of the 1950's, however, an already high rate of wastage was seen to be increasing, due, it seems clear, to young women teachers leaving to get married and to start their families at an earlier age than hitherto. If the 1960-61 rate of wastage were to get no worse, only about fifty out of every hundred young women entering service would still be teaching after five years. It seems prudent to expect that this rate of wastage will in fact increase. We are, therefore, assuming that it will worsen up to 1970, to the extent that of every hundred young women entering then and thereafter only about forty will remain in service after five years.

13. Although these are very severe wastage rates, it should be remembered that many women teachers are likely to give a longer aggregate period of service than these figures at first sight suggest. Significant numbers are likely to return to service later in life, some as full-time and some as part-time teachers. The assumptions we have made about the scale on which they will return to full-time service may be illustrated as follows. Some 15,000 women teachers left service in 1960-61; of these, some 9,000 were non-graduate teachers who were probably young enough (under 40 years of age) to be potential returners in, say, fifteen years' time. It has been assumed that in 1975 some 3,500 will in fact return full-time; that is, about two-fifths of those who left service in 1960-61.

14. Notwithstanding the return of married women on the scale just mentioned, the severe effects of rising wastage rates on a teaching force which in the recent past has been getting both bigger and younger, and will continue to do so in the future, is shown by the following estimated figures of total recruitment and total wastage:

	Thousands				
	1960-61	1964-65	1969-70	1974-75	1979-80
<i>Men and women</i>					
Total recruitment	24.7	28.1	32.2	35.3	37.1
Total wastage	19.5	22.3	26.7	29.1	31.0
<i>Women only</i>					
Total recruitment	17.1	18.6	21.9	23.5	24.9
Total wastage	15.7	18.0	20.6	21.9	23.1

Since wastage of women teachers is estimated to increase as fast as recruitment, women will be leaving service almost at the rate at which they are entering it. The consequent restriction upon the growth of the teaching force is illustrated below.

The growth of the teaching force

15. Given recruitment and wastage on the scale just referred to, the estimated net annual increase in the teaching force is as follows:

	Thousands				
	1960-61	1964-65	1969-70	1974-75	1979-80
<i>Men and women</i>	5.2	5.8	5.5	6.2	6.1
<i>Women only</i>	1.4	0.6	1.3	1.6	1.8

The annual increase is thus little greater at the end of the period than at the beginning.

16. The cumulative effect on the size of the teaching force is as follows (the figures in brackets allow for the introduction of a training requirement in 1969):

Thousands							
1950 (actual)	1955 (actual)	1960 (actual)	1965	1970	1975	1980	
204	236	264	284	314 (311)	342 (336)	372 (365)	

17. The average annual rate of growth is:

	Percentage (compound interest)
1950-1960	2·6
1960-1970	1·8
1970-1980	1·7

Percentage of men and women in the teaching force

18. It is obvious that the heavy losses of women must have a substantial effect upon the balance of the sexes in the teaching force. On the assumptions that have been made, the number of men is estimated to increase by 85 per cent over the twenty-year period, against an increase of women of only about 12 per cent. As a result, the percentage of the total force that would be men is estimated as follows:

						Percentage	
1950 (actual)	1955 (actual)	1960 (actual)	1965	1970	1975	1980	
38	38	40	44	48	51	52	

The percentage of teachers of juniors (excluding infants) and seniors that would be men might be:

					Percentage	
	1960 (actual)	1965	1970	1975	1980	
Juniors (excluding infants)	44	47	50	52	54	
Seniors	57	60	65	68	69	

Trends of this kind clearly raise educational and organisational problems of their own.

Percentage of graduates in the teaching force

19. As two-thirds of the non-graduates in post are women compared with about two-fifths of the graduates and as more than three-quarters of the non-graduate recruits are expected to be women compared with less than half of the graduates, it follows that the heavy wastage of women teachers has more effect on non-graduates than graduates. This, combined with the fact that graduate recruitment is expected to increase much faster than non-graduate recruitment in the next twenty years, means that the percentage of graduates in the total teaching force steadily increases as the following figures show:

					Percentage	
1950 (actual)	1955 (actual)	1960 (actual)	1965	1970	1975	1980
16	17	20	22	24	27	30

20. If the increase in graduate numbers were actually to be on such a scale, one important implication should be noted. Assuming, for the sake of illustration, that the number of graduate teachers in primary schools were to remain at the present level (about 6,000), the total stock of available graduate teachers would be sufficient to ensure not only that graduates continued to form 80 per

cent of the teaching staff of grammar schools but also that there would be a growing number of graduates available for non-grammar secondary schools (or, of course, for the primary schools). Leaving aside the question of the balance between men and women and between different subjects, this supply of graduates would be sufficient to increase the percentage of teachers in non-grammar secondary schools (mainly secondary modern schools) who were graduates from the present figures of about 22 per cent to about 40 per cent.

Proposed further reports

21. We have almost concluded a separate report on the long-term implications of the situation just revealed. We shall be making recommendations about both the future pattern for the education and training of teachers and the scale on which they will need to be recruited to meet the requirements of the schools. Our concern in that report will be, not with this, but with the next and following decades. As for the years immediately ahead, we are about to examine, as a matter of urgency, what immediate steps can be taken to alleviate the supply position in the short term. We shall present a further separate report on these matters as soon as possible.

PART II: ASSUMPTIONS

A. GENERAL

22. We turn now, in detail, to the assumptions we have made in reviewing the demand and supply of teachers up to 1980. These provide the basis for the calculations in Part III.

23. Our study is limited:

- (a) to maintained primary and secondary schools, excluding for the time being nursery and special schools; in due course the needs of these latter schools and of other establishments will be considered;
- (b) to full-time qualified teachers and supplementary and uncertificated teachers*; the calculations do not cover temporary teachers, occasional teachers, teachers in occasional service, part-time teachers, or those transient teachers who enter and leave service within the same financial year;
- (c) (i) to the requirement of current policy, namely, the elimination of all junior classes with more than 40 and all senior classes with more than 30 children;
- (ii) to the effect on demand in 1970, 1975 and 1980 of raising the school-leaving age to 16; the effect on demand in 1975 and 1980 of eliminating all junior as well as all senior classes of over 30; and the effect on supply in 1970, 1975, and 1980 of introducing a training requirement for graduates in 1969.

B. DEMAND

Births

24. Hitherto, all demand and supply exercises have started from the official estimates of births prepared by the Government Actuary, in conjunction with

*Supplementary and uncertificated teachers number about 3,500 at present and should be included with qualified teachers, because their service is specially protected.

the General Register Office. In the event, these estimates have been considerably exceeded over the last several years. The latest official estimates rest on a very different base from the official estimates of a few years ago, because they take account of the present trends towards earlier marriages, earlier family-building within the marriage, and the higher over-all family size which might follow. There seems, therefore, much less possibility that the latest estimates will prove too low. Nevertheless, there is inevitably uncertainty about the future birthrate, and at the Ministry's request the Government Actuary's Department have prepared an alternative forecast (referred to in this paper as the "higher" estimates) which relates to a shorter period of time than that covered by the standard estimates and which reflects more markedly than the long-term standard estimates those trends which it is thought have been responsible for the unexpectedly high birthrate in recent years.

25. The principal assumptions embodied in the "higher" estimates are:

- (a) there will be a further reduction in the average age of women at marriage, but at a slower rate of decrease than observed in recent years;
- (b) there will be no change in the average size of completed family for a given age of a woman's marriage; coupled with earlier marriage (see (a) above), this implies a higher family size;
- (c) there will be a continuation until the later 1960's of the present trend towards earlier family-building within the marriage;
- (d) future net migration will be nil.

The "higher" estimate differs from the standard estimate only in regard to factor (c) above; the standard estimates assume a slight lengthening of the interval between marriage and the birth of children. The standard and the "higher" estimates are as follows (in terms of children aged 0 surviving at end of calendar year):

	1960 (actual)	1962	1964	1966	1968	1970
Standard estimates	768	761	728	738	766	786
"Higher" estimates	768	790	790	790	790	790

From 1972 onwards the standard and the "higher" estimates are the same, and are:

1972	1974	1976	1978	1980
797	805	813	818	821

The calculations of future school populations in paragraph 27 are based on the "higher" estimates of births (in those years in which they differ from the standard estimates).

School population

The numbers of children aged 5-14 in maintained primary and secondary schools (measured in January of each year) have been derived by deducting from the total population the estimated numbers in maintained nursery and special schools, direct grant and independent schools; the numbers of children of all ages in the categories of schools just listed have been taken as increasing by 4 per cent in the ten years to 1970 and a further 8 per cent in the following ten years to 1980. Further, it is assumed that if the statutory school-leaving

age remains at 15 in maintained primary and secondary schools aged 15 and over will rise as follows:

Age	Percentage of age group
15	31·0 in 1960 rising by 1·6 a year to 35·8 in 1963, after which there will be a sudden increase to 54·6 in January 1964 (when there will be only two school-leaving dates a year if the current Bill becomes law) rising by 1·1 a year to 61·0 in 1970 and 71·8 in 1980.
16	15·4 in 1960 rising by 0·9 a year to 24·4 in 1970 and 33·4 in 1980.
17	7·6 in 1960 rising by 0·5 a year to 12·6 in 1970 and 17·6 in 1980.
18	2·6 in 1960 rising by 0·18 a year to 4·4 in 1970 and 6·2 in 1980.
19 and over	0·3 in 1960 rising by 0·02 a year to 0·5 in 1970 and 0·7 in 1980.

These percentages represent a continuation of the upward trend experienced over the recent past, and they are very close to the projection worked out a year ago.

27. The numbers on roll estimated in 1960 on the basis of the then standard estimate of births were, and the present (1961) estimates of the numbers on the basis of the assumptions in paragraphs 24 to 26 above are, as follows:

	1960 (actual)	1965	<i>Thousands</i>		
			1970	1975	1980
<i>Juniors</i>					
1960 estimate (standard)	4,099	4,235	4,401	4,438	4,500
1961 estimate (higher)	4,099	4,296	4,840	4,936	4,998
Difference	—	+ 61	+ 439	+ 498	+ 498
<i>Seniors</i>					
1960 estimate (standard)	2,825	2,706	2,859	3,116	3,476
1961 estimate (higher)	2,825	2,809	2,939	3,445	3,631
Difference	—	+ 103	+ 80	+ 329	+ 155
<i>Total</i>					
1960 estimate (standard)	6,924	6,941	7,260	7,554	7,976
1961 estimate (higher)	6,924	7,105	7,779	8,381	8,629
Difference	—	+ 164	+ 519	+ 827	+ 653

On the 1961 estimate, the increase of 855 thousand in the decade 1960-70 is made up of 741 thousand juniors (of whom 373 thousand will be infants) and 114 thousand seniors; in the decade 1970-80 the increase of 850 thousand is made up of 158 thousand juniors and 692 thousand seniors.

28. If the statutory school-leaving age were raised to 16, it is estimated that the additional number of pupils in school (to be added to the figures in paragraph 27) would be 335 thousand in 1970, 324 thousand in 1975 and 298 thousand in 1980. These estimates include the 16-year-olds who would be required to remain in school in January of the years in question as a result of the introduction of two school-leaving dates. But no account has been taken of further voluntary staying on at 16 and over consequent on raising the school-leaving age.

Pupil/teacher ratios

29. It has previously been assumed that a ratio of pupils to full-time teachers of 27:1 for juniors and 16:1 for seniors would be necessary to ensure the virtual elimination of oversize classes. These ratios have been used for many years now, but it should not be assumed that they are immutable. Some of the factors underlying the earlier calculations have changed. An important change, for example, is the growing employment of part-time teachers. A small alteration in the ratio would be significant in terms of teachers; for example, a ratio of 26·5:1 for juniors would increase the demand for primary teachers by about 3,000. Study

of these problems is continuing. Meanwhile it is proposed that the ratios of 27:1 and 16:1 continue to be used. For the purpose of estimating the number of teachers required to ensure that no junior class exceeds 30, a pupil/full-time teacher ratio of 20:1 is used.

C. NON-GRADUATE SUPPLY

30. The three constituent elements of a supply calculation are:

- (a) teachers already in service;
- (b) future recruitment;
- (c) future wastage.

A similar approach is necessary for graduate teachers.

Teachers in service

31. The number of teachers in service is to be measured on 31st March each year instead of, as hitherto, at the beginning of the year. The March figures are always likely to be somewhat lower than the January figures because the teachers have longer in which to waste but they still bear a close relationship to the school population measured in January. The overriding advantage is that the March figures, but not the January figures, can be analysed by age and qualification (e.g. graduate and non-graduate), so permitting a differential, and thus much more accurate, calculation of wastage.

32. The number of non-graduate teachers, defined as in paragraph 23(b) who were in service at 31st March 1960 is taken as a base. The relevant figures are:

Age	Men	Women	Total
20 and under	122	2,683	2,805
21	272	6,864	7,136
22	705	7,746	8,451
23	1,320	6,999	8,319
24	1,667	5,919	7,586
25-29	10,583	20,359	30,942
30-39	23,148	23,310	46,458
40-49	21,138	26,820	47,958
50-59	11,938	31,852	43,790
60 and over	2,361	5,965	8,326
Total	73,254	138,517	211,771

Recruitment

33. Recruits to teaching may be divided into two main categories:

- (a) *new entrants*: any teacher who has never previously taught full-time as a qualified teacher in a maintained school (a former temporary teacher who subsequently qualified would then be a new entrant);
- (b) *re-entrants*: any teacher returning to service after a break in service; it will be convenient to deal separately with (i) qualified married women returners, (ii) other qualified re-entrants.

The figures for the six different categories of new entrant and re-entrant teachers given in paragraphs 34-41 following include transient teachers as defined in paragraph 23(b). It is not possible, on present information, to exclude transient teachers category by category. They should, however, be excluded and paragraphs 42 and 43 following explain how this has been done post hoc.

New entrants

34. New entrants are of the following types:

- (a) qualified teachers recruited directly from the training colleges;
- (b) non-graduate specialists given qualified teacher status under Circular 6/59;
- (c) trained non-graduate teachers from Scotland and Northern Ireland who automatically receive qualified teacher status on entering maintained schools in England and Wales;
- (d) non-graduates from overseas whose qualifications entitle them to qualified teacher status in this country.

35. *Recruits from training colleges.* It is assumed that:

- (a) the expansion programme will be completed on time and that there will be some 47,000 places in general training colleges available by 1966;
- (b) these places will be crowded-up by about 13 per cent (i.e., that students will number 113 per cent of places) during the second half of the decade. At the moment training colleges are crowded-up by about one-third;
- (c) there will be a small increase both in the capacity and the extent of crowding-up of the housecraft and physical education specialist colleges for women;
- (d) the number of places in technical teacher training colleges will rise, as planned, from nearly 600 in 1960-61 to 1,150 in 1964-65;
- (e) the numbers in art training centres will continue at the 1960-61 level (this without prejudice to the report of the Houghton Committee);
- (f) the balance of training in 1966, when the expansion of the colleges will have been completed, will be as planned; that is: 25 per cent of all general students will be men and 80 per cent of all general students will be preparing themselves to teach in primary schools;
- (g) the in-course and end-of-course rates of wastage will be at the present levels, so that the percentage of students admitted to training who enter maintained schools within two years of completing their training will be:

	Percentage	
	Men	Women
3-year general	88	90
2-year shortened	88	90
1-year shortened (general)	77	75
1-year shortened (specialist)	87.5	76
1-year (art)	75	70
1-year (technical)	13.5	31
3-year specialist (P.E.)		69
3-year specialist (D.S.)		87

On this basis the following recruitment from the training colleges is assumed:

	Men	Women	Total
1961-62	4,000	10,000	14,000
1964-65	4,600	10,300	14,900
1969-70	4,700	13,000	17,700
1974-75	4,800	12,600	17,400
1979-80	4,800	12,600	17,400

36. *Circular 6/59 specialists.* Recruitment has been:

1958-59	. . . . .	1,167
1959-60	. . . . .	1,240
1960-61	. . . . .	1,163

Eventually recruitment from this source will cease as a training requirement is introduced. Such a requirement is already imminent for some music and handicraft specialists. Provision in the training colleges has been allowed for training these, and, on a voluntary basis, certain other categories. The recruitment in future of untrained specialists is assumed as follows, with gradual decreases between the years shown:

1961-62	.	.	.	.	1,000
1965-66	.	.	.	.	800
1969-70	.	.	.	.	500
1975-76	.	.	.	.	300
1979-80	.	.	.	.	200

The present ratio of three men to two women is assumed to apply also in the future.

37. *Non-graduates from overseas.* Recruitment has been:

1958-59	.	.	.	.	530
1959-60	.	.	.	.	712
1960-61	.	.	.	.	630

Numbers in future are likely to fall, since to obtain qualified teacher status in this country those completing their training overseas after 1963 must have qualifications equivalent to those of the three-year course. Since the average age of these recruits is nearly 30, the fall in numbers might be expected to occur only late in the decade. The following pattern is assumed:

1961-62 to 1967-68	.	.	.	.	650 in each year
1968-69 and after	.	.	.	.	200 in each year

38. The present ratio of about four women to one man is assumed to apply also in the future with about 70 per cent entering primary schools.

39. *Non-graduates from Scotland and Northern Ireland.* Recruitment has been:

1958-59	.	.	.	.	212
1959-60	.	.	.	.	200
1960-61	.	.	.	.	252

There is likely to be some increase, and it has been assumed that there will be a steady rise to:

1969-70	.	.	.	.	300
1979-80	.	.	.	.	350

It is assumed that the 1960-61 proportions, of 10 per cent men and 90 per cent women, and more or less evenly divided between entry into primary and secondary, will be maintained over the period.

Re-entrants

40. *Qualified married women returners.* Recruitment of full-time qualified non-graduate married women returners has been:

	Primary	Secondary	Total
1959-60	1,394	492	1,886
1960-61	1,766	240	2,006

It is very difficult to forecast the effect of the publicity campaign of the year of intermission and of the growth in the reservoir of potential material which wastage in past years must be building up. The following is assumed:

<i>Year ending</i>	<i>Primary</i>	<i>Secondary</i>	<i>Total</i>
March 1962	1,950	550	2,500
1963	2,350	650	3,000
1964-66	1,600	400	2,000
1967-70	2,000	500	2,500
1980	3,500	1,000	4,500

It is assumed that there will be a steady rise in the period 1969-70 to 1979-80.

41. *Other qualified re-entrants.* Recruitment has been:

1959-60	626
1960-61	328

Future recruitment has been assumed to be a constant figure half-way between these two, namely 475 a year.

The existing ratio of two women to one man, with numbers going equally to primary and secondary schools, is assumed to apply also in the future.

Other appointments (net)

42. The figures of entrants and re-entrants for the six categories of teachers referred to in paragraphs 33-41 are based on applications to the Ministry for Teachers Service Books. They include transient teachers who left before the end of the financial year. Even so, the total of these categories, in 1959-60 and 1960-61, was less than that of entrants and re-entrants in service at the end of the respective financial years as established by the 31st March Annual Return of Teachers Service Books. This Return, which by definition excludes transient teachers, is the source of the figures in paragraph 31 and of the wastage rates examined later in this Part. Other appointments in addition to those so far examined in paragraphs 33-41 must therefore have been made to full-time qualified service on a scale sufficient to offset the loss of transient teachers during the year and yet to achieve the higher total of the Annual Return at the end of the year. A residual category of entrants must thus be allowed for.

43. For the time being this residual category can be expressed only in net terms, i.e., all additional entrants *less* transient entrants. Among the additional entrants, teachers moving from occasional to full-time service are probably a substantial element; re-entrant uncertificated and supplementary teachers are also included; and there are almost certainly other unidentified elements. For present purposes this balance of additional entrants will be called "Other appointments (net)". The need for the category "Other appointments (net)" arises because the Annual Return figures of entrants and re-entrants are not at present classified in sufficient detail in the categories covered by paragraphs 33-41. It is intended to repair this defect and in due course the category will disappear.

44. Meanwhile, "Other appointments (net)", which numbered 98 men and 1,638 women in 1959-60, and 92 men and 1,362 women in 1960-61, is allowed for at a rate of 100 men and 1,500 women in 1961-62, running down to 100 men and 1,200 women by 1979-80, and it is assumed that one quarter of the men and three-fifths of the women will enter primary schools.

Age of entry

45. In order to apply differential wastage rates it is necessary to make assumptions about the age of entry of all new recruits. It is assumed that, for each category of new entrants and re-entrants, the age distribution will be

similar to that of recent recruits in that category, account being taken of the ending of National Service.

Wastage

46. This is a key assumption. The following wastage rates have obtained in recent years:

Wastage rates of non-graduate teachers

Percentages (years ended 31st March)

Age at beginning of the year	1954-5		1955-6		1956-7		1957-8		1958-9		1959-60		1960-61 (3)
	(1)	(2)	(1)	(2)	(1)	(2)	(2)	(3)	(2)	(3)	(2)	(3)	
<i>Men</i>													
Under 24	..	..	..	..	9.2	15.6	1.7	31.4	3.3	3.1	..	..	3.1
24-28	2.6	3.6	3.6	4.1	3.9	3.4	5.0	4.0	4.1	..	..	..	..
29-38	1.9	3.0	2.6	2.4	2.4	2.3	2.5	2.3	2.3	2.3	2.3	2.3	2.3
39-48	1.4	1.7	0.9	1.4	1.5	1.5	1.2	1.1	1.1	1.1	1.1	1.1	1.3
49-58	1.4	1.4	1.2	1.2	1.2	1.2	1.5	1.5	1.5	1.5	1.5	1.5	1.2
59 and over	24.2	23.2	18.5	22.7	26.6	26.5	25.1	25.1	25.1	25.1	23.7	23.7	23.7
<i>Women</i>													
Under 24	..	..	..	..	13.2	12.9	9.5	13.5	10.1	10.5	..	..	..
24-28	12.4	14.0	15.8	15.8	16.4	16.2	17.3	17.1	17.6	..	..	..	..
29-38	6.0	6.4	7.9	8.7	8.8	8.7	9.8	9.4	9.8	..	..	..	..
39-48	1.6	2.0	2.2	2.5	2.5	2.2	3.0	2.7	3.0	3.0	3.0	3.0	3.0
49-58	2.4	2.4	2.3	2.9	2.7	2.7	3.0	2.8	2.8	2.8	2.9	2.9	2.9
59 and over	25.3	23.4	19.5	21.9	32.6	32.6	31.1	31.1	30.2	30.2	..	..	..

(1) Estimates based on figures for all teachers in all grant-aided schools and establishments.

(2) Wastage rates, including temporary teachers.

(3) Wastage rates, excluding temporary teachers.

Men

47. The following rates for wastage of non-graduate men (excluding temporary teachers) are assumed for each year from 1961-62 onwards:

Age at the beginning of the year	Percentage wastage (years ending 31 March)
Under 24	3.0
24-28	4.0
29-38	2.3
39-48	1.3
49-58	1.3
59 and over	24.0

Women

48. The rising trends on the women's side are unmistakable. There is evidence that two inter-related factors, the declining age of marriage and the increasing proportion of spinsters marrying, though present, are not critically responsible for the worsening position. The predominant factor is considered to be earlier child-bearing. The following information provided by the Government Actuary's Department is consistent with the "higher" estimates of births:

Age of mother	Percentage of childless married women having a child during the year Mid-calendar years					
	1955-6	1956-7	1957-8	1958-9	1965-6 (estimate)	1970-1 (estimate)
22-26	23	24	24.5	26	30	32
27-31	15	15.5	16	17	22.5	24
32-36	7	7	7	7.5	9.5	9.5

These percentages, which are approximate, take no account of women who marry under the age of 20, since it is assumed that few women teachers marry at such young ages, nor of women who marry twice.

49. Of childless married women aged 22-26, the proportion who have a child during the year has increased from 23 per cent to 26 per cent in three years, and the Government Actuary's Department forecast that this trend will continue, though at a slower rate—26 per cent to 32 per cent in twelve years. For ages 27-31, the percentage has increased from 15 to 17 over three years and a further rise to 24 per cent is forecast over the succeeding twelve years. The Government Actuary does not expect that there will be any significant change after 1970 in the proportion of childless married women who have a child during the year. These figures relate to the general population and there must be caution in drawing deductions from them for one particular section such as women teachers. If it can be assumed that there is a link between the figures for the general population and teachers, it follows that there will be an increase in wastage due to maternity between now and 1970, but at a slower rate than in the recent past. It is therefore assumed:

- (a) that the wastage rate for each age group will increase from present levels up to 1964-65 at two-thirds of the rate of increase between 1954-55 and 1959-60;
- (b) that the wastage rate in the succeeding five years to 1969-70 will increase at one-third of the rate of increase between 1954-55 and 1959-60;
- (c) that the wastage rate in the ten years 1970-71 to 1979-80 will remain constant at the wastage rate for 1969-70;
- (d) that the wastage rate for women aged 59 and over will decline from present levels to 25 per cent in 1964-65 and remain constant thereafter.

50. The following table sets out the assumed increases:

*Wastage rates of non-graduate women teachers
(Years ending 31st March)*

Age at beginning of year	1961-2	1964-5	1969-70 and later
Under 24	10.7	11.7	12.5
24-28	18.3	20.3	21.9
29-38	10.3	11.8	13.1
39-48	3.0	3.5	4.0
49-58	3.0	3.2	3.4
59 and over	28.8	25.0	25.0

51. Separate figures for wastage rates in primary and secondary schools over the past years are not available. Nor are figures available to show the extent of transfers of teachers between primary and secondary schools. It is intended to remedy these deficiencies so far as the future is concerned. In the meantime the calculations must proceed initially on the basis that for future years the

non-graduate wastage rates in primary schools are the same as in secondary schools, and that net transfers between primary and secondary are nil.

IV. GRADUATE SUPPLY

52. The problem of estimating future graduate supply is another major consideration.

Graduate teachers in service

53. The numbers of graduate teachers in service on 31st March, 1960, were:

Age	Men	Women	Total
20 and under	2	5	7
21	64	153	217
22	430	591	1,021
23	917	1,123	2,040
24	1,222	1,112	2,334
25-29	5,854	3,681	9,535
30-39	8,450	3,931	12,381
40-49	7,856	4,068	11,924
50-59	6,095	4,792	10,887
60 and over	1,148	528	1,676
	<hr/>	<hr/>	<hr/>
	32,038	19,984	52,022

Recruitment

University expansion

54. The first assumption concerns university expansion. A university population in Great Britain of 170,000 by 1971-72 has been assumed, but no increase thereafter. On this basis, estimates of the total annual output from universities of graduates in arts and science (excluding technology, medicine and certain other non-teacher-producing disciplines) are:

	Arts	Science
1955-56 (actual)	7,907	4,013
1960-61 (actual)	10,280	5,980
1964-65 (estimate)	11,370	7,360
1967-68 (estimate)	12,460	8,800
1970-71 (estimate)	13,980	10,750
1972-73 to 1979-80 (estimate)	14,860	12,250

55. These figures include degrees obtained by part-time study at the university, but do not include pre-clinical degrees or degrees obtained by students in technical colleges or by private study. Since the present exercise is concerned primarily with the percentage changes in numbers graduating rather than the actual level of numbers graduating, this imperfection is not considered important.

Balance of the sexes

56. In recent years the percentage of arts and science graduates who have been women has been as follows:

	Arts	Science
1955-56	37.9	21.4
1956-57	36.5	22.9
1957-58	38.5	23.4
1958-59	37.0	24.3
1959-60	35.5	22.8
1960-61	34.5	23.2

The proportion of women has been relatively constant on the science side and, if anything, falling on the arts side. It is difficult to forecast how the proportions might vary in the future. It is assumed that the proportion will not alter radically—say, 35 per cent on the arts side and 25 per cent on the science side.

Intake into maintained schools

57. Three types of graduate recruits to the schools may be distinguished:

- (a) direct entrants: those recruited immediately following their graduation or training. Their numbers may be directly related to university output;
- (b) indirect entrants: those entering after an interval in some other occupation (often teaching in non-maintained schools); they include re-entrants returning after a break in service in maintained schools. Their numbers may be affected, but not directly or immediately, by rising university outputs;
- (c) transient recruits: those who, whatever may be their motive or circumstances, enter and leave service within the same financial year. In accordance with paragraph 23(b) their numbers are ignored.

58. It would be easier to estimate the future volume of direct entrants if the number of such entrants was known for past years, so that a trend could be established. At present information on the year of graduation of previous entrants—which would enable direct entrants to be identified—is not available; it will be available for future entrants and, in due course, the number of direct recruits should be measurable with some accuracy. Meanwhile, a distinction between direct and indirect entrants can be rested, to some degree, upon the known ages of graduate entrants.

59. Information about graduates entering and re-entering maintained schools is available for four past years up to and including 1960-61, analysed by age, sex, qualification (trained/untrained) and broad discipline (maths. and science/other subjects). For example, excluding transient entrants, the numbers and ages of men and women graduates entering and re-entering in 1960-61 were:

<i>Age at end of year</i>	<i>Men</i>	<i>Women</i>	<i>Total</i>
20	1	3	4
21	71	152	223
22	402	564	966
23	694	738	1,432
24	569	287	856
25-29	866	371	1,237
30-39	298	303	601
40-49	135	185	320
50-59	83	78	161
60 and over	18	9	27
 <i>Total</i>	 3,137	 2,690	 5,827

Assumptions on future graduate entry and re-entry to schools

60. Entrants (including re-entrants) have been divided into the following categories:

- (a) those aged 25 and under in the case of trained men, 24 and under in the case of untrained men and of trained women, and 23 and under in the case of untrained women. These entrants are mainly direct entrants; though they

include some indirect entrants and exclude the older direct entrants, they have for convenience been labelled "direct" in Appendix 3 of Part III; (b) those aged 26-29 (trained men), 25-29 (untrained men and trained women) and 24-29 (untrained women). They have for convenience been labelled "indirect entrants under 30"; (c) those aged 30 and over.

61. For the four years for which figures are available, the numbers of "direct" entrants ((a) above) have been calculated as a percentage of the graduate output from universities in the preceding academic year (in the case of untrained entrants) or the year before that (in the case of trained entrants). In the case of untrained entrants this percentage has increased by about half over the four-year period, and in the case of trained entrants the percentage has increased by about a quarter. For untrained entrants it has been assumed that the percentage will show a further increase of one half in the period to 1980, and for trained entrants a further increase of one quarter in the period to 1980. "Indirect entrants under 30" in the four past years ((b) above) have been calculated as percentages of the average annual graduate output from universities over an appropriate five or six-year period. These percentages show little change over the four-year period, and it has been assumed that they will remain constant at present levels until 1980. Entrants aged 30 and over for the four past years ((c) above) have not been related to university output, and the assumptions about future entrants are in terms of *numbers*. It has been assumed that these entrants will increase by 50 per cent over present levels by 1980.

62. The assumptions for the years 1961-62 and 1979-80 are set out in the following table. The percentages (or numbers as the case may be) are assumed to rise steadily in the intermediate years not shown in the table.

Assumptions on future graduate entry and re-entry to schools

	<i>Maths and science</i>		<i>Other subjects</i>	
	<i>1961-62</i>	<i>1979-80</i>	<i>1961-62</i>	<i>1979-80</i>
MEN				
(a) "Direct" entrants				
(i) Trained entrants aged 25 and under as percentage of graduate output in 1959-60 or 1977-78	8.8	10.9	16.5	20.4
(ii) Untrained entrants aged 24 and under as percentage of graduate output in 1960-61 or 1978-79	5.0	7.4	7.3	10.7
(b) "Indirect" entrants under 30				
(i) Trained entrants aged 26-29 as percentage of the annual average graduate output in 5-year period ended summer 1960 or 1978	1.4	1.4	4.3	4.3
(ii) Untrained entrants aged 25-29 as percentage of the annual average graduate output in 6-year period ended summer 1961 or 1979	3.0	3.0	6.4	6.4
(c) Entrants aged 30 and over				
(i) Trained (number)	25	40	140	200
(ii) Untrained (number)	80	120	320	500

	<i>Maths and science</i>		<i>Other subjects</i>	
	1961-62	1979-80	1961-62	1979-80
WOMEN				
(a) "Direct" entrants				
(i) Trained entrants aged 24 and under as percentage of graduate output in 1959-60 or 1977-78	14.0	17.3	22.4	27.6
(ii) Untrained entrants aged 23 and under as percentage of graduate output in 1960-61 or 1978-79	14.2	20.7	14.1	20.6
(b) "Indirect" entrants under 30				
(i) Trained entrants aged 25-29 as percentage of the annual average graduate output in 5-year period ended summer 1960 or 1978	2.0	2.0	4.5	4.5
(ii) Untrained entrants aged 24-29 as percentage of the annual average graduate output in 6-year period ended summer 1961 or 1979	7.0	7.0	8.8	8.8
(c) Entrants aged 30 and over				
(i) Trained (number)	50	80	300	450
(ii) Untrained (number)	50	80	250	400

63. Effect of compulsory training

To estimate the effect of the introduction of a training requirement in 1969 it is assumed that, starting in 1969-70, one-third of the untrained "direct" entrants will be deterred from teaching but that the rest will train; and that one-sixth of the untrained "indirect entrants under 30" will be deterred in the second year of the compulsory training requirement (i.e. 1970-71), two-sixths in the third year of the training requirement, three-sixths in the fourth year, and so on, until by the seventh year no untrained indirect entrants in this age-group will be recruited. Lastly, it is assumed that in the period up to 1980 the introduction of a training requirement in 1969 would have no effect on the recruitment of graduates aged 30 and over.

Graduate wastage

64. The following table shows wastage rates for graduates for the years for which figures are available. Separate figures are also available distinguishing maths. and science graduates from other graduates.

Wastage percentage for graduate teachers
Years ended 31st March

Age at beginning of year	Trained			Untrained		
	1958-59	1959-60	1960-61	1958-59	1959-60	1960-61
<i>Men</i>						
Under 24	0.8	2.0	3.7	26.7	14.1	23.7
24-28	2.9	3.5	3.9	18.6	18.4	17.8
29-38	0.8	1.9	2.3	7.1	7.0	8.8
39-48	0.4	0.6	1.2	2.5	3.3	2.8
49-58	1.5	1.6	1.4	1.7	2.6	1.7
59 and over	26.9	26.8	22.8	20.5	19.8	19.5

Age at beginning of year	Trained			Untrained		
	1958-59	1959-60	1960-61	1958-59	1959-60	1960-61
Women						
Under 24	10.5	10.8	11.1	22.7	26.1	26.1
24-28	16.0	17.3	17.6	28.3	27.3	28.9
29-38	8.1	9.2	9.6	16.4	16.5	18.9
39-48	2.1	2.4	2.5	5.9	6.4	6.1
49-58	2.0	3.0	3.0	6.1	2.9	4.8
59 and over	32.0	32.4	30.7	30.5	28.7	27.9

65. The wastage rates for untrained graduates are generally much greater than for trained graduates. There is little difference between the figures for trained maths. and science graduates and for trained graduates in other subjects. But the rates for untrained maths. and science graduates are less than the rates for untrained graduates in other subjects. The upward tendency in the men's figures over the three years may reflect changes in liability to military service, whilst for women the upward tendency probably reflects the same factors as have already been discussed in the section on non-graduate wastage.

66. The following wastage rates are assumed for 1961-62 and later years:

Wastage percentage for men graduates

Age at beginning of year	Trained	Untrained	
		maths. and science	other subjects
Under 24	2.0	7.0	30.0
24-28	3.5	10.0	18.5
29-38	2.0	3.5	9.0
39-48	1.0	2.0	3.0
49-58	1.5	1.5	2.5
59 and over	24.0	17.5	24.0

67. For women the present wastage levels have been projected forwards at rates of increase similar to those for the corresponding age groups of non-graduate teachers.

Wastage percentages for women graduates

Age at beginning of year	Trained			Untrained			Untrained		
	1961-2	1964-5	1969-70 and later	1961-2	1964-5	1969-70 and later	1961-2	1964-5	1969-70 and later
Under 24	11.5	12.5	13.3	16.3	17.9	19.2	30.8	33.7	36.1
24-28	18.3	20.3	21.9	26.9	29.8	32.2	31.7	35.1	37.9
29-38	10.0	11.5	12.8	16.7	19.2	21.2	19.8	22.7	25.1
39-48	2.7	3.2	3.7	5.0	5.9	6.6	7.6	8.9	10.0
49-58	2.9	3.1	3.3	4.9	5.3	5.6	4.9	5.3	5.6
59 and over	29.0	25.0	25.0	29.6	25.0	25.0	26.6	25.0	25.0

PART III: FORECASTS

A. INTRODUCTION

68. The complex assumptions in Part II enable us to forecast, as accurately as the many uncertainties will allow, the future pattern of demand and supply. Some of these assumptions are of critical importance and relatively small changes, particularly in those about the wastage of serving teachers, could materially alter our forecasts.

69. As already noted, our detailed survey relates entirely to the needs of primary and secondary maintained schools (other than nursery and special schools). We think we should, in passing, give some brief indication of the demand for teachers in other institutions. This is done in Appendix 1.

70. In order to simplify the presentation of much very detailed information, we have set out in this report the demand/supply situation in five selected years, 1960-61, 1964-65, 1969-70, 1974-75 and 1979-80.

B. DEMAND FOR TEACHERS

71. On the assumptions in paragraphs 24 to 28 of Part II, the demand for teachers is estimated as follows:

TABLE I

Thousands (January of each year)

	1960	1965	1970	1975	1980
(a) To achieve current policies*					
(1) Teachers of juniors	152	159	179	183	185
(2) Teachers of seniors	177	176	184	215	227
(3) Total	329	335	363	398	412
(b) To raise the school-leaving age to 16†					
(4) Additional teachers of seniors			21	20	19
(5) Revised total of teachers of seniors ((2)+ (4))			205	235	246
(6) Revised total all teachers ((3)+(4))			384	418	431
(c) To reduce junior classes to a maximum of 30					
(7) Additional teachers of juniors				64	65
(8) Revised total of teachers of juniors ((1)+ (7))				247	250
(9) Revised total of all teachers ((6)+(7))				482	496

Note:

*i.e. reduction of oversize classes to present statutory maxima (30 for seniors and 40 for juniors).

† The figures given at (b) are the minimum estimates of the number of teachers required if the school-leaving age is raised. They do not allow for any increase in the number of 16, 17 or 18 year-olds staying on at school voluntarily as a result of this change.

C. SUPPLY

Numbers in post

72. In March, 1960, the number of full-time qualified teachers and supplementary and uncertificated teachers was as follows:

TABLE 2

	(Thousands, with percentages in brackets)		
	Men	Women	Total
Non-graduates	73.3 (69.5)	138.5 (87.4)	211.8 (80.3)
Graduates	32.1 (30.5)	20.0 (12.6)	52.1 (19.7)
Total	105.4 (100.0)	158.5 (100.0)	263.9 (100.0)

*Annual Recruitment**Non-graduates*

73. Appendix 2 gives the estimated annual recruitment of non-graduate teachers of various types calculated on the assumptions in paragraphs 33-45 of Part II. Summarised, the estimates are as follows:

TABLE 3

	1960-61 (actual)	(Thousands)			
		1964-65	1969-70	1974-75	1979-80
Men	4.4	5.5	5.3	5.3	5.2
Women	14.4	15.1	17.8	18.3	19.2
Total	18.8	20.6	23.1	23.6	24.4

Graduates

74. Appendix 3 gives the estimated annual recruitment of graduate teachers calculated on the assumptions in paragraphs 54-63 of Part II. Summarised, the estimates are as follows. The figures in brackets here and in later tables are those which would apply if a training requirement were introduced in 1969 (see paragraph 63).

TABLE 4

	1960-61 (actual)	(Thousands)			
		1964-65	1969-70*	1974-75	1979-80
<i>Men</i>					
Trained	1.7	2.1	2.7 (2.7)	3.5 (4.6)	3.8 (4.9)
Untrained	1.5	1.9	2.3 (1.2)	3.0 (0.7)	3.2 (0.6)
Total	3.2	4.0	5.0 (3.9)	6.5 (5.3)	7.0 (5.5)
<i>Women</i>					
Trained	1.4	1.9	2.1 (2.1)	2.6 (3.6)	2.8 (3.9)
Untrained	1.3	1.6	2.0 (0.9)	2.6 (0.5)	2.9 (0.5)
Total	2.7	3.5	4.1 (3.0)	5.2 (4.1)	5.7 (4.4)
<i>Men and women</i>					
Total	5.9	7.5	9.1 (6.9)	11.7 (9.4)	12.7 (9.9)

* If a training requirement were introduced in 1969, this year (1969-70) would be a year of intermission with no increase in the number of trained graduates to offset the decrease in recruitment of untrained graduates.

Total annual recruitment

75. The total of non-graduate and graduate annual recruitment is thus estimated to be:

TABLE 5	1960-61 (actual)	1964-65	(Thousands)		
			1969-70	1974-75	1979-80
<i>Men</i>					
(1) Non-graduate	4.4	5.5	5.3	5.3	5.2
(2) Graduate	3.2	4.0	5.0 (3.9)	6.5 (5.3)	7.0 (5.5)
(3) Total	7.6	9.5	10.3 (9.2)	11.8 (10.6)	12.2 (10.7)
<i>Women</i>					
(4) Non-graduate	14.4	15.1	17.8	18.3	19.2
(5) Graduate	2.7	3.5	4.1 (3.0)	5.2 (4.1)	5.7 (4.4)
(6) Total	17.1	18.6	21.9 (20.8)	23.5 (22.4)	24.9 (23.6)
<i>Men and women</i>					
(7) Non-graduate	18.8	20.6	23.1	23.6	24.4
(8) Graduate	5.9	7.5	9.1 (6.9)	11.7 (9.4)	12.7 (9.9)
(9) Total	24.7	28.1	32.2 (30.0)	35.3 (33.0)	37.1 (34.3)

Annual wastage

76. On the assumptions in paragraphs 46-51 and 64-67 of Part II, annual wastage is estimated as follows:

TABLE 6	1960-61 (actual)	1964-65	(Thousands)		
			1969-70	1974-75	1979-80
<i>Men</i>					
(1) Non-graduate	2.2	2.4	3.3	3.8	4.0
(2) Graduate	1.6	1.9	2.8 (2.8)	3.4 (2.6)	3.9 (2.5)
(3) Total	3.8	4.3	6.1 (6.1)	7.2 (6.4)	7.9 (6.5)
<i>Women</i>					
(4) Non-graduate	13.4	14.8	16.8	17.5	17.9
(5) Graduate	2.3	3.2	3.8 (3.8)	4.4 (3.7)	5.2 (3.9)
(6) Total	15.7	18.0	20.6 (20.6)	21.9 (21.2)	23.1 (21.8)
<i>Men and women</i>					
(7) Non-graduate	15.6	17.2	20.1	21.3	21.9
(8) Graduate	2.3	5.1	6.6 (6.6)	7.8 (6.3)	9.1 (6.4)
(9) Total	19.5	22.3	26.7 (26.7)	29.1 (27.6)	31.0 (28.3)

Comparison of total recruitment and wastage

77. The result of comparing the totals in line 9 of tables 5 and 6 is as follows:

TABLE 7

	1960-61 (actual)	1964-65	1969-70	(Thousands) 1974-75	1979-80
Total recruitment	24.7	28.1	32.2 (30.0)	35.3 (33.0)	37.1 (34.3)
Total wastage	19.5	22.3	26.7 (26.7)	29.1 (27.6)	31.0 (28.3)
Net increase	5.2	5.8	5.5 (3.3)	6.2 (5.4)	6.1 (6.0)

Net annual increase

78. The total net annual increase shown above can be analysed as follows:

TABLE 8

	1960-61 (actual)	1964-65	1969-70	(Thousands) 1974-75	1979-80
<i>Men</i>					
(1) Non-graduate	2.2	3.1	2.0	1.5	1.2
(2) Graduate	1.6	2.1	2.2 (1.1)	3.1 (2.7)	3.1 (3.0)
(3) Total	3.8	5.2	4.2 (3.1)	4.6 (4.2)	4.3 (4.2)
<i>Women</i>					
(4) Non-graduate	1.0	0.3	1.0	0.8	1.3
(5) Graduate	0.4	0.3	0.3 (0.8)	0.8 (0.4)	0.5 (0.5)
(6) Total	1.4	0.6	1.3 (0.2)	1.6 (1.2)	1.8 (1.8)
<i>Men and women</i>					
(7) Non-graduate	3.2	3.4	3.0	2.3	2.5
(8) Graduate	2.0	2.4	2.5 (0.3)	3.9 (3.1)	3.6 (3.5)
(9) Total	5.2	5.8	5.5 (3.3)	6.2 (5.4)	6.1 (6.0)

Teachers in service

79. The cumulative effect, in terms of the numbers of teachers in service, of total annual recruitment, less annual wastage, is as follows:

TABLE 9

	1960 (actual)	1965	1970	Thousands (March of each year) 1975	1980
<i>Men</i>					
(1) Non-graduate	73.3	84.8	97.9	106.3	112.5
(2) Graduate	32.1	41.5	52.7 (51.6)	67.0 (63.8)	82.4 (77.9)
(3) Total	105.4	126.3	150.6 (149.5)	173.3 (170.1)	194.9 (190.4)
<i>Women</i>					
(4) Non-graduate	138.5	136.5	139.7	142.3	147.6
(5) Graduate	20.0	21.6	23.2 (22.0)	26.6 (23.9)	29.6 (26.6)
(6) Total	158.5	158.1	162.9 (161.7)	168.9 (166.2)	177.2 (174.2)
<i>Men and women</i>					
(7) Non-graduate	211.8	221.3	237.6	248.6	260.1
(8) Graduate	52.1	63.1	75.9 (73.6)	93.6 (87.7)	112.0 (104.5)
(9) Total	263.9	284.4	313.5 (311.2)	342.2 (336.3)	372.1 (364.6)

D. COMPARISON OF DEMAND AND SUPPLY

Total figures

80. Comparison of the figures of demand given in lines 3, 6, and 9 of Table 1 with those of supply in line 9 of Table 9 is as follows:

TABLE 10

(Thousands)

	1960	1965	1970	1975	1980
<i>Supply</i>	264	284	314 (311)	342 (336)	372 (365)
<i>Demand</i>					
(i) Current policies	329	335	363	398	412
(ii) + raising the school-leaving age			384	418	431
(iii) + raising the school-leaving age and junior classes of 30				482	496
<i>Deficiency</i>					
(i) Current policies	65	51	49 (52)	56 (62)	40 (47)
(ii) + raising the school-leaving age			70 (73)	76 (82)	59 (66)
(iii) + raising the school-leaving age and junior classes of 30				140 (146)	124 (131)

Distribution of teachers between juniors and seniors

81. Assumptions are made in paragraphs 32-45 of Part II about the distribution of non-graduate recruits between juniors and seniors. It is now necessary to make assumptions about the distribution of graduates. The following table shows how the supply of teachers would be distributed as between juniors and seniors if the number of graduates teaching juniors is 6,000 equally divided between men and women, which is approximately the present position.

TABLE 11

	1960 (actual)	1965	1970	1975	1980
(A) JUNIORS					
<i>Men</i>					
(1) Non-graduates	31	32	38	42	46
(2) Graduates	3	3	3 (3)	3 (3)	3 (3)
(3) Total	34	35	41 (41)	45 (45)	49 (49)
<i>Women</i>					
(4) Non-graduates	100	94	101	104	108
(5) Graduates	3	3	3 (3)	3 (3)	3 (3)
(6) Total	103	97	104 (104)	107 (107)	111 (111)
<i>Men and women</i>					
(7) Non-graduates	131	126	139	146	154
(8) Graduates	6	6	6 (6)	6 (6)	6 (6)
(9) Total	137	132	145 (145)	152 (152)	160 (160)

	1960	1965	1970	1975	1980
(B) SENIORS					
Men					
(10) Non-graduates . . .	43	53	60	64	67
(11) Graduates . . .	29	38	50 (49)	64 (61)	79 (75)
(12) Total	72	91	110 (109)	128 (125)	146 (142)
Women					
(13) Non-graduates . . .	38	42	39	38	39
(14) Graduates . . .	17	19	20 (19)	24 (21)	27 (24)
(15) Total	55	61	59 (58)	62 (59)	66 (63)
Men and women					
(16) Non-graduates . . .	81	95	99	102	106
(17) Graduates . . .	46	57	70 (68)	88 (82)	106 (99)
(18) Total	127	152	169 (167)	190 (184)	212 (205)

82. Different assumptions can of course be made about the number of graduates teaching juniors. If more than 6,000 graduates are employed in teaching juniors, the pupil/full-time teacher ratio for juniors will improve, while, of course, the senior ratio will deteriorate. The following table shows a range of possibilities:

TABLE 12

Number of graduates teaching juniors	Pupil/full-time teacher ratio for Juniors				
	1960	1965	1970	1975	1980
6,000	29.9	32.5	33.4	32.5	31.2
12,000		31.1	32.1	31.2	30.1
18,000		29.8	30.8	30.1	29.1
24,000		28.6	29.7	29.0	28.1
Pupil/full-time teacher ratio for seniors					
Number of graduates teaching juniors	1960	1965	1970	1975	1980
	22.2	18.5	17.4	18.1	17.1
6,000		19.2	18.0	18.7	17.6
12,000		20.1	18.7	19.3	18.2
18,000		21.0	19.3	20.0	18.7

83. The remainder of this Report proceeds on the assumption that the number of graduates teaching juniors will remain at 6,000. It is now necessary to examine the distribution of graduates within the secondary field. It is assumed that graduates will continue to form 80 per cent of the teaching staff of grammar schools. The number of graduates shown as available for secondary schools in Table 11(B) is more than sufficient numerically for the needs of the grammar schools. There should be a growing supply available for non-grammar secondary schools (mainly secondary modern schools). In number alone, leaving aside the question of the balance between men and women and between different subjects, this supply would be sufficient to increase the proportion of teachers in these schools who are graduates from the present figures of about 20 per cent to about 40 per cent.

Juniors and seniors: comparison of demand and supply

84. Comparison of the figure of demand in Table 1 with the detailed supply figures in Table 11 is as follows:

TABLE 13

	1960	1965	1970	1975	(Thousands) 1980
(a) On current policies					
<i>Juniors</i>					
(1) Demand	152	159	179	183	185
(2) Supply	137	132	145	152	160
(3) Deficiency	15	27	34	31	25
(4) Estimated pupil/f.t. teacher ratio	29.9	32.5	33.4	32.5	31.2
<i>Seniors</i>					
(5) Demand	177	176	184	215	227
(6) Supply	127	152	169	190	212
(7) Deficiency	50	24	15	25	15
(8) Estimated pupil/f.t. teacher ratio	22.2	18.5	17.4	18.1	17.1
<i>Juniors and seniors</i>					
(9) Demand	329	335	363	398	412
(10) Supply	264	284	314	342	372
(11) Deficiency	65	51	49	56	40
(b) On the assumption that a training requirement is introduced in 1969					
(12) Revised senior deficiency (line (7))			17	31	22
(13) " total " (line (11))			51	62	47
(c) On the assumption that the school-leaving age is raised to 16 by 1970					
(14) Revised senior deficiency (line (7))			36	45	34
(15) " total " (line (11))			70	76	59
(d) On the assumption that there is a training requirement and that the leaving aged is raised					
(16) Revised senior deficiency (line (7))			38	51	41
(17) " total " (line (11))			72	82	66
(e) On the assumption that in addition to (d) junior classes are reduced to a maximum of 30 by 1975					
(18) Revised junior deficiency (line (3))				95	90
(19) " total " (line (11))				146	131

85. The figures in line 8 of Table 13 imply that from 1970 onwards the supply of teachers could be sufficient to get within close measuring distance of the objective of current policy so far as the secondary schools are concerned. But line 4 shows that the position in the primary schools will get worse and stay worse over the whole of the period under review. This great disparity between the staffing of the primary and secondary schools will presumably in practice be reduced by the transfer of teachers from secondary to primary schools (or, as already noted, by the employment of more graduates in the primary schools). It is not possible to estimate the possible scale of in-service transfers but it is apparent that these alone will not produce a satisfactory position in the primary schools.

Balance between men and women

86. If it is assumed that:

(a) infant schools will be staffed entirely by women;

(b) three-sevenths of all those teaching juniors teach infants;

then, of the total numbers teaching juniors (excluding infants) and seniors, women teachers will form the following percentages:

	1960	1965	1970	1975	1980
Juniors (excluding infants)	56	53	50	48	46
Seniors	43	40	35	32	31

Temporary, occasional and part-time teachers

87. The preceding paragraphs have taken no account of the employment of temporary teachers (who numbered 2,870 at 31st March, 1961) nor of occasional teachers (who numbered 1,127 at 31st March, 1961). Employment of these categories of teacher reduces the gaps between demand and supply.

88. The use in the calculations of pupil/full-time teacher ratios of 27:1 for juniors and 16:1 for seniors does, however, implicitly assume that part-time teachers will make the same contribution to teaching (and more specifically to reducing class sizes) as in the past. In January 1961 the full-time equivalent of part-time teachers was 8,400 compared with 3,150 in 1956. A further and more rapid expansion of part-time teaching would make some contribution, but it would need to be a very substantial contribution to bridge the future gap between demand and supply.

APPENDIX I
(see paragraph 60)
*Demand for Teachers other than for Maintained
Primary and Secondary Schools*

The present survey deals only with maintained primary and secondary schools. In order to complete the picture it is, of course, necessary to review also the needs of other types of school and other institutions; and this will be done in due course. For the immediate purpose, however, it may be sufficient to note the following among the spheres in which teachers will be needed during the next 20 years:

- (a) In the universities there are now about 13,000 full-time members of the teaching staff and the demand is bound to grow whether or not the number of places increases beyond 170,000 before 1980.
- (b) In March 1960 there were nearly 18,000 full-time teachers in Further Education establishments (excluding most teachers in art establishments) and the N.A.C.T.S.T. Report *Teachers for Further Education*, which was published recently, estimated that, if present policies were maintained, 27,000 would be needed in March 1964 and over 37,000 in March 1970. It has since been estimated that if the county college year of 330 hours for part-time day students was introduced and block release was, wherever possible, substituted for day-release, the number of teachers required by March 1970 might rise to nearly 40,500. Precise estimates for the period to 1980 are not available but it may safely be assumed that the demand for teachers in F.E. establishments will continue to grow.
- (c) In the training colleges there were about 2,900 full-time staff in March 1960 and it is estimated that about 2,400 additional posts will be necessary as a result of the expansion of the training colleges by 24,000 places.
- (d) There were about 7,000 full-time teachers in direct-grant schools and 31,000 in independent schools at January 1960. Further teachers will be needed to meet any increase in numbers of pupils (a 9 per cent increase by 1980 has been assumed for the purposes of the present survey), even if (as seems likely) there is little change in the pupil/full-time teacher ratio. There were about 4,000 full-time teachers in maintained special schools in March 1960; about 2,000 more are likely to be needed by 1970 and a further 600 by 1980. There are now about 950 teachers in maintained nursery schools and more would, of course, be needed as a result of any change in the present Government policy on the development of nursery education.
- (e) The number of teachers going overseas is bound to increase as a result of the efforts of the National Council for the Supply of Teachers Overseas and, in particular, of the assistance being given by the United Kingdom for the filling of an additional 400 posts by teachers from this country by 1964.
- (f) Measures are being taken to increase the number of youth leaders from 700 now to 1,300 by 1966, and the Albermarle Report envisages the recruitment of 100 youth leaders a year from the teaching profession from 1966 onwards, in addition to those trained at Westhill and Swansea.

APPENDIX 2

Annual Recruitment of Non-Graduate Teachers
 (on the assumptions in paragraphs 33-45 of Part II)

(Thousands)

	1960-61	1964-65	1969-70	1974-75	1979-80
<i>New entrants</i>					
From training colleges	13.0	14.9	17.7	17.4	17.4
Circular 6/59 specialists	1.2	0.8	0.5	0.4	0.2
From Scotland and N. Ireland	0.3	0.3	0.3	0.3	0.3
From overseas	0.6	0.6	0.2	0.2	0.2
<i>Re-entrants</i>					
Qualified married women	2.0	2.0	2.5	3.5	4.5
Other qualified re-entrants	0.3	0.5	0.5	0.5	0.5
Other appointments (net)	1.4	1.5	1.4	1.3	1.3
<i>Total</i>	18.8	20.6	23.1	23.6	24.4
<i>of which</i>					
Men	4.4	5.5	5.3	5.3	5.2
Women	14.4	15.1	17.8	18.3	19.2

APPENDIX 3
Anual Recruitment of Graduates
(Thousands)

	1960-61	1964-65	1969-70*	1974-75	1979-80
MPN					
<i>Trained</i>					
"Direct"	1.3	1.7	2.1 (2.1)	2.8 (3.9)	3.0 (4.1)
"Indirect" under 30	0.2	0.2	0.4 (0.4)	0.5 (0.5)	0.6 (0.6)
30 and over	0.2	0.2	0.2 (0.2)	0.2 (0.2)	0.2 (0.2)
Total	1.7	2.1	2.7 (2.7)	3.5 (4.6)	3.8 (4.9)
<i>Untrained</i>					
"Direct"	0.7	0.9	1.1 (—)	1.6 (—)	1.7 (—)
"Indirect" under 30	0.4	0.6	0.7 (0.7)	0.8 (0.1)	0.9 (—)
30 and over	0.4	0.4	0.5 (0.5)	0.6 (0.6)	0.6 (0.6)
Total	1.5	1.9	2.3 (1.2)	3.0 (0.7)	3.2 (0.6)
Total men	3.2	4.0	5.0 (3.9)	6.5 (5.3)	7.0 (5.5)
WOMEN					
<i>Trained</i>					
"Direct"	1.0	1.3	1.4 (1.4)	1.9 (2.8)	2.0 (3.1)
"Indirect" under 30	0.1	0.2	0.2 (0.2)	0.2 (0.3)	0.3 (0.3)
30 and over	0.3	0.4	0.5 (0.5)	0.5 (0.5)	0.5 (0.5)
Total	1.4	1.9	2.1 (2.1)	2.6 (3.6)	2.8 (3.9)
<i>Untrained</i>					
"Direct"	0.7	0.8	1.1 (—)	1.6 (—)	1.7 (—)
"Indirect" under 30	0.3	0.5	0.5 (0.5)	0.6 (0.1)	0.7 (—)
30 and over	0.3	0.3	0.4 (0.4)	0.4 (0.4)	0.5 (0.5)
Total	1.3	1.6	2.0 (0.9)	2.6 (0.5)	2.9 (0.5)
Total women	2.7	3.5	4.1 (3.0)	5.2 (4.1)	5.7 (4.4)
Total	5.9	7.5	9.1 (6.9)	11.7 (9.4)	12.7 (9.9)

* If a training requirement were introduced in 1969, this year (1969-70) would be a year of intermission with no increase in the number of trained graduates to offset the decrease in recruitment of untrained graduates.

† The figures in brackets are those which would apply if a training requirement were introduced in 1969 (see paragraph 63).

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MINISTRY OF EDUCATION

The Demand and Supply of Teachers 1960—80



SEVENTH REPORT OF
THE NATIONAL ADVISORY COUNCIL
ON THE TRAINING AND SUPPLY
OF TEACHERS



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Curzon Street House,
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London, W.1.
17th May, 1962.

John S. Fulton, Esq., M.A.,
Chairman,
National Advisory Council on the
Training and Supply of Teachers.

Dear Fulton,

In your letter of 15th March last you sent me a report by the National Advisory Council for the Training and Supply of Teachers surveying the likely demand and supply of teachers for the maintained primary and secondary schools for this and the next decade. I should like to thank you and the members of the Council for this most detailed analysis which I have now studied with care.

I share your conclusion that the general picture revealed by the Report is one of a grave shortage of teachers in the years directly ahead and in the longer term—and this despite the doubling of the capacity of the training colleges by 1966 and the substantial expansion of the universities which the Report assumes. The root causes of this shortage are almost entirely beyond our control. A rising birthrate and increasing voluntary attendance at school beyond the age of 15, although both welcome in themselves, are forcing up the demand for teachers; we face, almost certainly, about three-quarters of a million more children in the schools this decade and quite possibly even more during the course of the next. On the other hand, the loss of women teachers, which you rightly describe as the heart of the supply problem, makes a very serious drain on our teaching force; we are losing, and, as the Council itself has recognised, are likely to go on losing young women teachers at a rate almost equal to that at which they can be trained and employed. It is not easy to see how, in these circumstances, even with further expansion of the main sources of supply, a substantial and balanced growth in the size of the teaching force can be rapidly achieved.

I have now received from you the Council's further report on the future pattern of the education and training of teachers. This makes proposals to improve teacher supply in the long term. Its main recommendation in the latter connection is for a massive expansion of the base of higher education from which many more teachers can be drawn. I have sent this further report straight to Lord Robbins whose Committee will, I have no doubt, take it fully into account in their study of the country's future system of higher education. An enlargement of this system, but only if coupled with the subsequent return to the schools of many thousands of the young women teachers we are now losing, is the obvious foundation for the steady long-term growth of the teaching force.

Further permanent expansion of the institutions which provide teachers, however, could not, even if undertaken immediately, materially affect the supply position in the schools until after 1970. The years directly ahead—and not merely the year 1962/63 when there will be a special problem because the training colleges will be retaining their students for a third year instead of sending them out to the schools—are bound to be difficult. Your report estimates that in 1970 we shall be nearly 50,000 teachers short of the number of full-time qualified teachers needed to produce classes of acceptable size. The primary schools will

be mainly affected. I believe, however, that, given a realistic acceptance of the intractable factors at work and a readiness by all concerned to look afresh at the problem, a great deal can be done to help the schools in the short term.

I have already asked the training colleges to continue to crowd up their premises to the maximum and to forgo the measure of relief from overrowing for which we had planned. I would hope that more could be done by taking in more day students into the residential colleges. I also propose to retain in being parts of training colleges and, in some cases, whole colleges at present scheduled to be given up, for example, on completion of new projects in the expansion programme. In addition, I intend to invite local authorities in the more densely populated areas to establish, as an emergency operation, some temporary colleges for day students in addition to the six so successfully opened last year. Here I have particularly in mind the need to offer a chance of higher education and training to more of the young people, especially the girls, who will be leaving the sixth forms in the coming years.

These measures, if fully effective, could increase the number of places which the Council's Report assumed would be available by 1966, by a further 7,500 or so. I would expect these additional places to be used almost entirely to train girl school leavers for work in primary schools.

The Council's estimates take account only of full-time teachers. I believe that we can and must secure substantially more help from part-time teachers. It is in this way that we are likely to attract more of the returning married women teachers. I would hope that we can double the number of part-time teachers from the 7,000 (full-time equivalent) in service in 1960 to, say, 15,000 by 1965. I should be glad of any advice the Council can give me on how best to achieve this target and how best to use part-time teachers in the schools.

I now raise a challenging issue. There would be no call for me to do so were there any immediate prospect of retaining in service sufficient qualified teachers to cope adequately with the coming problem in infants schools. It is upon the latter that wastage tells most seriously, staffed as they are wholly by women, and it is these schools which will have to bear the brunt of the rising school population in the next five years. They will be very hard pressed. We must send reinforcements to their aid. I believe that there are many young women who are looking ahead to marriage rather than to higher education and training and many older women who have not trained but have raised a family and who would be ready and quite able to help young children to start their school life. I understand that the Council itself is examining some such form of auxiliary service. I am sure that a suitable scheme for training and employing such people can be devised and I should like to see it implemented quickly and boldly. Ten thousand such women in the infants schools by 1965 would provide a most significant relief.

Finally, I think the Council should also examine whether, so long as we are under the duress of wastage, some form of short service employment for some women teachers might not be appropriate. I have in mind a five year appointment to service for which an organised period of two years training would be provided. Those who left service after, or during, the five-year period, usually to be married or have children, could complete the normal course of training should they decide later to return to the schools. Those who wanted to continue in service beyond the period could be seconded to complete their training and become fully qualified teachers. If shortened training of this kind were possible

on any significant scale, the intake into the training colleges of school leavers and the output of teachers to the schools would be thereby increased.

You will no doubt wish to pass the information and views in this letter on to the members of the Council who are at present urgently considering short-term measures to help the schools. Meanwhile, I am arranging that, as you asked, the Council's Report should be published as soon as possible. The Report, including this correspondence, should be available to the educational world and the general public in the next few days.

Yours sincerely,

DAVID ECCLES

The Minister of Education,
Ministry of Education,
Curzon Street,
London W.1.
Dear Minister,

15th March, 1962

In 1960, as you will recall, the Government accepted the Council's recommendation that 8,000 new places should be provided at the training colleges in addition to the 16,000 which had been authorised during the two previous years. At that time the Council considered that these 24,000 places were the minimum needed if, by 1970, class sizes were to be reduced to the limits of the Regulations and if a favourable situation were to be created for further educational developments. However, because of the inherent uncertainties in our calculations, we advised that the position should be reviewed in two years' time.

During the summer of 1961 it became clear that our previous estimates were likely to prove to have been too low. Since then, we have been engaged, with your officers, on a full-scale reassessment of the prospects up to 1970 and we have carried our survey on to 1980. The results are embodied in the attached report.

- Part I: a summary of the Council's main findings and of some of the main causes and effects of the situation revealed;
- Part II: a detailed statement of the assumptions on which we have worked; and

Part III: a detailed statement of the resulting calculations.

Our new assessment allows for a substantial growth in the size of the school population and for the rate of loss of teachers (particularly young women teachers) to increase over this decade beyond the present already very high level; we have described this wastage of trained women teachers as the heart of the supply problem. As a result of these two factors more teachers will be needed and fewer will be available than we had earlier estimated. We are clear, moreover, that we are not dealing only with passing difficulties in these respects. The general picture which this report reveals is one of a grave shortage of teachers now, in the years immediately ahead and in the long term.

The Council has almost concluded a further report on the future pattern of the education and training of teachers. This will deal, among other matters, with measures to increase the supply of teachers in the long term and, in particular, with the implications of the severe loss of women teachers. I hope shortly to transmit to you this further report whose long-term recommendations will, the Council believes, be of relevance to the work of Lord Robbins' Committee on Higher Education.

The Council has also embarked, as a matter of urgency, on a study of the immediate steps which might be taken to alleviate the position in the short term. I shall submit to you its findings in this connection as soon as they are ready.

Meanwhile, the Council is anxious that its assessment of the future need for teachers should be made available to all concerned so that the facts may be known and discussed as widely as possible by all those concerned with the training of teachers and the staffing of the schools. The Council has therefore expressed its strong hope that you will agree to the publication, at the earliest convenient date, of the present report.

Yours sincerely,

JOHN FULTON

*Chairman, National Advisory Council
on the Training and Supply of Teachers*

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Note: The estimated gross cost of the Report is £699 2s. 6d., of which £192 represents the estimated cost of printing and publishing the Report.